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ABSTRACT

This paper reviews the changes in federal requirements for welfare recipients and the response by California's community colleges, in particular Los Angeles City College (LACC) and Los Angeles Trade Technical College (LATTC), to welfare-to-work legislation. In 1985, the California Legislature enacted GAIN (Greater Avenues for Independence) as its new welfare reform bill. The changes instituted by the federal Job Opportunities and Basic Skills (JOBS) welfare reform bill in 1988 were incorporated into the GAIN program. California instituted the California Work Opportunity and Responsibility to Kids (CalWORKs) program in response to the 1996 federal welfare-to-work legislation. CalWORKs will be implemented as GAIN ends. The State allocated $65 million to community colleges for development or expansion of programs and services for CalWORKs recipients. A total of 2,550 welfare recipients are enrolled at LACC, and 3,300 attend LATTC. The Los Angeles County Department of Public and Social Services (LADPSS) determines what educational programs are considered to be directly related to employment and thus qualify as work activities. This paper details the CalWORKs program requirements and restrictions, as well as the programs that have been developed at LACC and LATCC to help students meet these requirements. (NB)

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# Welfare-to-Work Initiatives in California and Los Angeles: Los Angeles City College & Los Angeles Trade Technical College

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**The California and Los Angeles County Policy Context**

Los Angeles City College (LACC) and Los Angeles Trade Technical College (LATTC) are two of the nine community colleges in the Los Angeles Community College District. The colleges, like all California Community Colleges, are part of the integrated California public post-secondary education system, which includes the California State University and University of California systems. As such they are also funded through the state and tuition at both colleges is only $12 to $13 per credit unit for state residents. Due in part to the affordability of community college education, annually about 120,000 welfare recipients attend the California community colleges through their own initiative and an additional 40,000 are referred to community colleges by county welfare offices.[1] The Los Angeles Community College District serves about 14,000 welfare recipients, of whom, about 2550 are enrolled at LACC and 3300 attend LATTC. In order to adequately describe the college's current Welfare-to-Work programs we will review the history of previous programs in the state and county.

In 1985, the California legislature enacted GAIN (Greater Avenues for Independence) as its new welfare reform bill. In 1986, LACC was one of the three Los Angeles Community College District institutions starting a pilot program to provide basic education services to welfare recipients.[2] The changes instituted by the federal Job Opportunities and Basic Skills (JOBS) welfare reform bill in 1988 was incorporated into California GAIN program. Around that time each of the Los Angeles Community College District campuses established a GAIN program director. Through the GAIN initiative district colleges were contracted by the county's Department of Public and Social Services (DPSS) to provide basic skills training in English as a Second Language (ESL), Adult Basic Education (ABE) and GED. With funds from the Job Training Partnership Act (JTPA) the program also included tracking and monitoring, counseling, and vocational classes. In 1996, the nearby Riverside County GAIN program, which implemented a work-first approach, received the Innovations in American Government award and was one of the programs

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[1] Chancellor's Office of California Community Colleges. Application for CalWORKs and TANF Funding 1998-1998. http://www.cccco.edu/cccco/ss/calworks/cwtfapp.htm

[2] Mark Gunderson, GAIN/CalWORKs Director at LACC.

that inspired the new 1996 federal Welfare-to-Work legislation.[3] In response to the new federal legislation the state of California instituted California Work Opportunity and Responsibility to Kids (CalWORKs) in August 1997 as its new state Welfare-to-Work program. As of January 1, 1998 the new state program became effective. The former state GAIN program ends June 30th 1999, thus providing a year of transition for CalWORKs implementation.[4] The CalWORKs legislation gives the state's counties a great deal of flexibility in program design as well as increased responsibility for compliance with the federal legislation's work requirements. The California Welfare-to-Work Act also designated community colleges as important partners in the CalWORKs initiative due to the number of welfare recipients they were already serving and the infrastructure they had available. The state allocated $65 million of its budget to community colleges for them to develop or expand programs and services to CalWORKs participants. The state also allocated $10 million to community colleges in Child Care Facility Grants and another $10 million for non-credit matriculation since many CalWORKs student are in non-credit classes.[5] Community colleges received an additional $16 million in more multi-purpose TANF funds half of which were provided by the state and half from the state Department of Social Services (DSS). The California Community Colleges Chancellor's office is responsible for allocating the funds to the various districts and reporting back to the legislature. Each district received at least $125,000 and at most an amount based on the number of AFDC recipients enrolled in the district in 1996-1997.[6] The first funds were distributed in February 1998.[7] However, most of the funds were available for the 1998-1999 academic year. The Los Angeles Community College District received CalWORKs and TANF funds, which it allocated to colleges based on their number of

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[3] Riverside County web site.

[4] In Los Angeles JTPA city funding for GAIN will continue until June 2000.

[5] Welfare reform in the community colleges: an update presentation by Thelma Scott-Skillman, Vice Chancellor of Student Services and Special Program of the California Community Colleges. Board of Governors California Community Colleges, March 9-10, 1998.

[6] Chancellor's office of California Community Colleges, Application for CalWORKs and TANF Funding 1998-1998. http://www.cccco.edu/cccco/ss/calworks/cwtfapp.htm

[7] Welfare reform in the community colleges: an update presentation by Thelma Scott-Skillman, Vice Chancellor of Student Services and Special Program of the California Community Colleges. Board of Governors California Community Colleges, March 9-10, 1998.

welfare recipient students. The California community colleges are required to spend their portion of the $65 million in five different areas: child care, work study, curriculum development and redesign, job development, and coordination. At least 23 percent of a college's CalWORKs funds must be allocated for child care and at least 28 percent must be spent on work-study. An additional 25 percent of the CalWORKs funds must be allocated for childcare or work-study or, only in restricted circumstances, for instruction. The remaining 24 percent must be divided between curriculum development and redesign, job development, and coordination although the specific amounts are left to the college's discretion.[8] In 1998-1999 some flexibility of up to 10 and 15 percent was allowed between some of the different CalWORKs funding components.[9] The TANF funds are intended to provide community colleges with more flexibility. They can be used for a broad range of costs related to providing support services or instruction for TANF recipients such as "curriculum redesign, special classes (not funded by apportionment), job preparation activities, counseling, career assessment, equipment, student tracking, etc."[10]

The fund allocation restrictions are not the only element determining the kinds of programs community colleges could develop. The two features of the California Welfare-to-Work Act which most directly affect the kinds of community college programs welfare recipients can participate in, are the new time limits on aid and the work requirements. Individuals who had been receiving aid before January 1, 1998 can continue to receive aid for 24 months. New aid applicants can receive aid for eighteen months, although individual counties have an option of continuing aid for another six months.[11] These time limits are effective as of the date the recipient and the county welfare office sign a Welfare-to-Work plan. Once these time limits are reached aid recipients must have found

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[8] Chancellor's Office of California Community Colleges, Application for CalWORKs and TANF Funding 1998-1998. http://www.cccco.edu/cccco/ss/calworks/cwtfapp.htm

[9] The CalWORKs Program in the California Community Colleges, CCC CalWORKs Fall Workshops, Pasadena, November 2, 1998.

[10] Chancellor's Office of California Community Colleges, Application for CalWORKs and TANF Funding 1998-1998. http://www.cccco.edu/cccco/ss/calworks/cwtfapp.htm

[11] California Department of Social Services Fact Sheet, California's welfare-to-work plan, http://www.dss.cahwnet.gov/calworks/caworks.html

a job or they will be required to do community service. As stipulated by the federal legislation aid recipients have a five-year lifetime limit on aid[12] although California does provide a safety net. Children whose parents exceed the lifetime limit can continue to receive benefits. Only the adult portion of benefits will be lost.[13] After an initial four weeks of job search, which counties can extend, aid recipients must also comply with work requirements. Single parents must be in a work activity for at least 32 hours a week. Two parent families are required to complete a combined total of 35 hours a week. Aid recipients can be sanctioned for not meeting their work participation requirements by losing the adult portion of their aid. After three months of sanctions the children's benefits must be paid in the form of vouchers or vendor payments until the sanctions are lifted.[14] The legislation also provides for subsidized child care, child care and Medi-Cal benefits to those newly employed still needing support services, and, at the county's discretion, one time services or a cash payment, which would eliminate the need for welfare benefits. These are the main features of the California Welfare-to-Work plan. The responsibility for implementing the new legislation is given to the state's 58 counties which can design their own Welfare-to-Work programs within the framework set by the state and keep 75 percent of the savings they achieve by reducing their caseload. The remaining 25 percent in savings is redistributed to those counties which are determined by the California Department of Social Services to have good cause for not meeting work requirements. Other counties that do not meet the federal work requirements will be responsible for half of the resulting federal penalties incurred by the

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[12] Effective as of January 1, 1998. According to LATTC's CalWORKs Counselor-coordinator in effect welfare recipients can receive aid for up to 5 years, the 18 and 24 month time limits determine the amount of time recipients are eligible for training not aid.

[13] California Department of Social Services Fact Sheet, California's welfare-to-work plan, http://www.dss.cahwnet.gov/calworks/caworks.html and LADPSS, Toward Self-sufficiency: CalWORKs Post-employment Services implementation Plan, http://www.co.la.ca.us/dpss/calworks

[14] California Department of Social Services Fact Sheet, California's welfare-to-work plan, http://www.dss.cahwnet.gov/calworks/caworks.html . According to LATTC's CalWORKs Counselor-coordinator this provision had not yet been enforced in Los Angeles County.

state.[15] Since the CalWORKs legislation provides counties with flexibility in their program design and implementation the policy context of various community college districts may be somewhat different throughout the state.

Los Angeles County state and federal Welfare-to-Work policy is important because its welfare population accounts for 40 percent of California welfare recipients and is larger than that of all other states except New York. Los Angeles County has 1.6 million individuals on public assistance 768,000 of whom receive Temporary Assistance to Needy Families and 372,000 of whom are legal immigrants.[16] The majority of legal immigrants is no longer covered under the new federal Welfare-to-Work legislation and has been encouraged by LADPSS to pursue naturalization.[17] In 1998 the county expected to receive $400 million in State and federal funds for Welfare-to-Work.[18] However, in order to handle the substantial increase in welfare recipients participating in the new Welfare-to-Work program, CalWORKs plan also called for:

> "...collaborating closely with various education and training providers, particularly those who have been funded to provide services specifically to CalWORKs participants, such as community colleges, adult schools, regional occupational centers and programs, private industry councils, and the Employment Training Panel."[19]

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[15] The California state senate gopher service, Bill analysis AB 1542 (Welfare-to-Work Act of 1997), http://www.co.la.ca.us/dpss/calworks.c/fnlstate_plan_body.htm .Analysis prepared by: Sherry Novick / Curtis Child / ahumans / (916) 445-0664

[16] Los Angeles County regional pic/sda collaborative Welfare-to-Work local plan (1998), http://www.co.la.ca.us/dpss/calworks.c/post_employment

[17] Time Line - Implementation of Welfare Reform In Los Angeles County http://www.co.la.ca.us/dpss/calworks/time_line921g.htm

[18] Los Angeles County regional pic/sda collaborative Welfare-to-Work local plan (1998), http://www.co.la.ca.us/dpss/calworks.c/post_employment

[19] Los Angeles County CalWORKs Plan, January 6, 1998, Prepared by: Los Angeles County Department of Public Social Services, Lynn W. Bayer, Director. This plan was submitted pursuant to Section 10531 of the Welfare and Institutions Code required by The Welfare to Work Act of 1997, AB 1542. http://www.co.la.ca.us/dpss/calworks/main.html-ssi

Nevertheless, as described in a September 1998 statewide report on county referrals to community colleges, the linkages between the colleges and the county Welfare-to-Work programs are still being developed. The survey on which the report is based was initiated because the Community College Chancellor's office was informed that many county welfare offices were not referring CalWORKs recipients to community colleges. The survey found that colleges were not getting as many referrals as expected due to high employment rates in certain counties, some county's work-first strategies and, in most cases, the slow implementation of the counties' CalWORKs programs. Colleges were encouraged to increase the marketing of their programs both towards students and their county welfare offices. This is the approach taken by both the LACC GAIN/CalWORKs program and the LATTC CalWORKs Student Services. The report pointed to two other problematic areas: the difficulty in identifying, and thus serving, self initiated participants (SIP) students and the lack of clear accurate information with regards to policies and procedures. This later problem is due in part to the novelty and county specificity of the Welfare-to-Work regulations. The experience of LACC corroborates the difficulty in identifying SIP students. The college's GAIN/CalWORKs director is also concerned about the difficulty of knowing how much time CalWORKs participants have for training. Although they may be referred for six months of training they may in fact have more time available. Indeed, the LADPSS has not been immune to the problems cited in the report. Despite a deadline of December 31, 1998 to bring all aid recipients into the new CalWORKs system LADPSS had not completed this process at the time of our visit in April 1999.[20] To expedite the process and allow, for example, SIP students who have not been contacted by DPSS to have access to all CalWORKs benefits, LADPSS has set up a self-referral system. However, some California colleges reported SIP students were reluctant to identify themselves since once they are brought into the CalWORKs system and sign their Welfare-to-Work plan the 24-month time limit becomes effective.[21] LADPSS has to juggle multiple priorities including the job placement of unemployed aid recipients and the need to increase the wage earning power of those who are working but still require supplemental cash subsidies to support their families.

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[20] According to Mark Gunderson, GAIN/CalWORKs director at LACC.

[21] Information obtained from our Hispanic Serving Community College survey.

In setting up its new Welfare-to-Work program LADPSS chose to integrate the new state requirements into its existing L.A. GAIN program. Therefore, while the statewide GAIN program will end on June 30, 1999, in Los Angeles the county's CalWORKs plan is a part of its previous GAIN program and maintains the name L.A. GAIN and the program's work-first philosophy of "a job, a better job, a career."[22] Furthermore, the city of Los Angeles continues to provide community college's with JTPA funding for GAIN until June 2000. The new L.A. GAIN program is described in the Los Angeles County CalWORKs Plan prepared in January 1998 by the LADPSS:

> Our system of services builds on our highly successful GAIN program. We will add substance abuse, mental health, and domestic violence services to those services[23] which have historically been available through the GAIN program, such as job search and job readiness assistance, vocational education and training, education directly related to employment, work experience, and adult basic education. [...] To facilitate this participation, we have developed a system of subsidized childcare which should ensure easy access for all participants who need it. A fundamental component of our program involves the development of post-employment services - services to assist participants who are already working to retain their job and secure a better job.[24]

One of the aims of LADPSS is to use training and employment resources to help aid recipients who are among the working poor obtain higher wages and thus no longer require cash assistance. Between 1994 and 1997 the L.A. GAIN program adopted a work-first approach through which it placed over 100,000 AFDC recipients in jobs. However, LADPSS found that, because these were mostly entry level low wage jobs, 85

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[22] L.A. GAIN Facts, Los Angeles County Department of Public and Social Services, 2/18/1997.

[23] Although L.A. GAIN participants have access to these services there are time limits on how long they can be in treatment or counseling programs.

[24] Los Angeles County CalWORKs Plan, January 6, 1998, Prepared by: Los Angeles County Department of Public Social Services, Lynn W. Bayer, Director. This plan was submitted pursuant to Section 10531 of the Welfare and Institutions Code required by The Welfare to Work Act of 1997, AB 1542.
http://www.co.la.ca.us/dpss/calworks/main.html-ssi

percent of those placed continued to be eligible for supplemental CalWORKs cash benefits.[25] Unless these aid recipients are able to secure higher paying jobs they will run out their allocated five years of lifetime benefits and lose the adult portion of their benefits which, according to DPSS, for a single parent with two children could mean a loss of $109 a month.[26] In providing services to CalWORKs recipients LADPSS relies on its staff and their collaboration with other public and private groups especially those who received CalWORKs funding such as community colleges.

To understand the role of community colleges in the Welfare-to-Work endeavor of the Los Angeles county DPSS it is important to note that community colleges are just one component in a larger program put together and coordinated by DPSS. According to a 1998 L.A. GAIN Welfare-to-Work flow chart, after an initial orientation and appraisal, unless aid recipients meet the SIP criteria or are referred for clinical assessment, they are sent to participate in a Job Club.[27] Job Clubs teach CalWORKs participants soft skills and job search techniques and try to place them in full time jobs. If recipients find full-time (32 hours) employment they can obtain post-employment services including education and training. If recipients do not find full time employment or once they have obtained clinical assessment they are referred for vocational assessment. Much of the vocational assessment the LADPSS subcontracts to the Los Angeles County office of education, which runs the public schools. Following their vocational assessment aid recipients develop a Welfare-to-Work plan with their LA GAIN social worker. This plan may include mental health, substance abuse, domestic violence services[28] and/or job

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[25] LADPSS, Toward Self-sufficiency: CalWORKs Post-employment Services implementation Plan, (1998) http://www.co.la.ca.us/dpss/calworks

[26] LADPSS, Toward Self-sufficiency: CalWORKs Post-employment Services implementation Plan, (1998) http://www.co.la.ca.us/dpss/calworks

[27] The state legislation states that aid recipients should participate in four weeks of job search although individual counties can extend the length of job search activities. One of the Los Angeles City College GAIN/CalWORKs director's criticisms is that "the assessment is not up-front and is not an in-depth assessment." He believes "the best programs first identify the obstacles" which, in his opinion, is not the case of the DPSS LA GAIN initiative because the new legislation does not allow this to be done. The first option for TANF recipients before they are even assessed for vocational training is the Job Club.

[28] Although L.A. GAIN participants have access to these services there are time limits on how long they can be in treatment or counseling programs.

search services, work experience, and education and training.[29] Only at this point are L.A. GAIN participants referred to community colleges. If the L.A. GAIN participant's Welfare-to-Work plan includes services offered by community colleges, then the social worker will set up an appointment for them with the college's CalWORKs counselor. Once CalWORKs participants have completed their training program at the college, if they are not employed through the initiative of the college, they return to DPSS for the next step in their job search with a Job Club. DPSS also tracks and monitors LA GAIN/CalWORKs participants. Colleges will be doing more job placement and tracking and monitoring in the future but programs at the colleges and at DPSS are not entirely operational or synchronized. This is the case even when it is in the interest of DPSS to reduce the number of CalWORKs participants who need to return to the Job Club. Community colleges can potentially provide services to three different types of Los Angeles County welfare recipients: (1) those who were already enrolled in a college program prior to being contacted by LADPSS for enrollment in the L.A.GAIN program. These students are referred to as Self Initiated Participants (SIP). (2) CalWORKs recipients who completed the LADPSS mandated job search period unsuccessfully and are referred by LADPSS to a community college for education and training as part of their individual welfare-to-work plan.[30] (3) Individuals who are employed but still receiving supplemental CalWORKs cash benefits and are referred to community colleges for post-employment education and training or other relevant services aimed at helping them obtain better paying jobs. However, as mentioned earlier, there are barriers to LADPSS referring students to the county's community colleges. The new L.A. GAIN program has only been in effect since April 1998 and, as of April 1999, had not yet enrolled all non-exempt CalWORKs recipients into the program. Furthermore, the county's post-employment services plan was only approved by the board of supervisors on June 9, 1998 and is still being implemented. Although community colleges can play a significant role in providing salary-enhancing post-employment training, the links between L.A. GAIN participants needing those services and the colleges offering training had not yet been established in the two Los Angeles community colleges we visited. The

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[29] L.A. GAIN Welfare-to-work (WTW0 Flow/Decision Chart, 3/19/98

[30] At LATTC these students are considered GAIN students whereas SIP and post-employment training students are CalWORKs students.

role individual colleges will play in training and placing CalWORKs participants will depend on the ties they have developed with DPSS and its clients, and the colleges' success at helping individuals no longer requiring cash assistance. The number of individuals to be served, as part of the Welfare-to-Work endeavor in Los Angeles County is large, therefore, there is a need for many different agencies to be involved. This is the aim of the LADPSS. One of the issues, however, is coordination of the assessment, pre- or post- employment training, job placement or enhancement, and tracking and monitoring processes.

The LADPSS and the departments of social services in other counties must determine what educational programs are considered to be directly related to employment and thus qualify as work activities. The Los Angeles Community College District (LACCD) was asked to submit to LADPSS a list of the programs its colleges felt lead to employment along with the percentage of jobs created in that area in the previous five years and the job turnover. The list included about 250 programs, only half of which were initially approved by LADPSS. After further review, on the community college district's urging, 75 percent of the programs were approved. However, in April 1999 the community college district had not yet received the final list of approved programs from LADPSS. The program approval process was particularly important for SIP students since approval of the programs ensures that they could continue in the community college program they had elected. According to Joel Recinos, LACCD coordinator and CalWORKs state advisory board member, the policy has been that as long as a student can prove there are employment prospects in their field of study they are allowed to stay in their program. At the time of our visit the LACC GAIN/CalWORKs director had just heard from LADPSS official that in some cases programs at four-year colleges would be approved for SIP students.

As of April 1999 there was little oversight and monitoring of the CalWORKs programs at the Los Angeles community colleges. This can be attributed to the novelty of the programs and the process through which they have been funded. Although some colleges received their first CalWORKs funds in February 1998 many did not get funded until later. The first implementation status report was requested by the California

Community Colleges Chancellor's Office by March 1, 1999. It was mainly for informational purposes, to familiarize colleges with the future reporting requirements, and provide the Chancellor's office with information to fulfill its state reporting requirements. LACCD Coordinator Recinos reported that the state Community College CalWORKs programs are still under development and that, while post assessment is increasing, funds are not yet linked to post assessment or job placement measures. However, he suggested possible changes in the future. In his view, the main point of the implementation status report was to determine how many CalWORKs participants the colleges are serving. The LACCD has no record of more detailed information such as how many of the SIP students looked for employment and how successful they were. The measure used by the district to identify good programs is the number of students enrolled.

The main characteristic of the policy context in which LACC and LATTC operate is that California community colleges have received substantial funds to set up CalWORKs programs and play a significant role in the state's Welfare-to-Work initiative. Community college CalWORKs programs must work within the parameters set by their counties and the guidelines for the allocation of the state funds they received via the California Community Colleges Chancellor's Office. Nevertheless, the substantial amounts of funding they have access to has allowed them to undertake large projects of their choice, such as the new cafeteria and food service training project of LACC and the Learning Skills Center at LATTC. These projects would otherwise have not been realized and benefit the community college as a whole. The amount of funds designated for childcare and work-study have also forced colleges to develop those areas specifically for CalWORKs participants. However, the initiatives taken by California community colleges were not necessarily synchronized with the timing or priorities of their respective county social service departments. Consequently, certain colleges developed programs but had not yet received the number of student referrals they expected from their county Department of Social Services.

**Los Angeles City College**

**Introduction**

Los Angeles City College (LACC) offers both general education programs for students wishing to transfer to a four year college and career programs for those seeking employment. As of the Fall of 1998 it had 5180 full time equivalent students and 9586 part-time students. 42 percent of its students were Hispanic, 12 percent were African-American, 18 percent were Asian-American and 22 percent were non-Hispanic White[31]. About 37 percent listed English as their primary language, 29 percent listed Spanish and 31 percent listed another language. At its height the GAIN program at LACC served 400 students who were referred from DPSS. At the time of our visit, LACC had about 2500 welfare recipients who started college on their own and thus came under the category of SIP and about 50 students referred from DPSS. The college's GAIN/CalWORKs director, Mark Gunderson, knows the number of SIP students at the college because of tape matches done between the Los Angeles Community College District and the county DPSS offices comparing the social security numbers of students and aid recipients. However, Gunderson has no means of identifying particular SIP students unless they come to him for services. This makes it difficult to serve that student population. He pointed out that one of the difficulties in identifying SIP students is the issue of confidentiality and the fact that 10 percent of CalWORKs recipients do not have a permanent address. At the time of our visit the GAIN/CalWORKs program at LACC was under transition from a basic skills program to a more vocational and job placement oriented program reflecting the changes in policy at the state and county levels. Gunderson emphasized that they are still developing their CalWORKs program.

**Counseling and support services:**

Support services are provided to all students at LACC through the Student Assistance Center, the Counseling Center, the Career Center, and the Child Development Center. The student assistance center is designed as a general clearinghouse for campus information. The information includes admissions applications and class registration as

[31] Survey on Welfare to Work Initiative and Community Colleges.

well as confidential evaluations and referrals for child care, food stamps, housing, legal issues, medical and dental needs, employment, and counseling for family planning, drug and substance abuse, and psychological issues.[32] The counseling center works individually with students to helps them determine their educational goals and the steps they need to take to attain them. The center also offers guidance courses in personal development, college survival skills, job skills and college and career planning.[33] The Child Development Center has pre-school programs for 3 and 4 year olds. The college is building a second daycare facility with CalWORKs funds in order to serve more children. Full time educationally and economically disadvantaged students also have access to the statewide Extended Opportunities Program and Services (EOPS) which provides additional individualized support services including orientation and monitoring, tutoring, counseling, assistance with books, priority registration, and transfer and career information. The Job Training Partnership Act (JTPA) program on campus also serves economically disadvantaged students by providing short-term training and job placement assistance.

The GAIN/CalWORKs program has its own staff of three part-time counselors who help SIP students not yet integrated into the CalWORKs program complete the self-referral process and assist CalWORKs students select their courses and obtain support services. Many of the support services for CalWORKs participants, such substance abuse, mental health and domestic violence services are supposed to be provided, through referrals, by the LADPSS. Transportation assistance and book vouchers are also provided by LADPSS. The timely availability of book vouchers was a problem for some students at LACC. Therefore, another role of the LACC CalWORKs counselors is to help ensure students have access to the support services provided by LADPSS. The counseling assistance provided is limited due in part to the small counseling staff, the limited number of SIP students actively using their services, and the small number of student referrals from LADPSS. However, this may change as the number of active program participants increases. At the time of our visit one of the counselors was on maternity leave. Another

[32] College catalogue and Student assistance center documentation.

[33] College catalogue.

recently hired counselor, who also works for the EOPS program part-time, was dedicating most of her time to promoting the program. In particular, she concentrated in establishing stronger ties with the LADPSS case managers and making them aware of the training programs offered at LACC. One student we spoke with felt she needed more time with the CalWORKs counselors to plan her classes and career and that it was difficult to meet with them. However, another student felt the program was responsive to students' needs and had helped ensure students could work as interns off campus. It is important to note that most SIP students have tended to use the college's regular services. They take an assessment test and are given an educational plan by LACC's counseling office. This mainstreaming of CalWORKs students is encouraged.

Academic support services are also provided to all LACC students at the college's Learning Skills Center. Students seeking assistance are assessed and placed in learning skills classes on a credit/no credit basis. Semester classes and open entry/open exit classes are provided in reading, vocabulary, study skills, writing, grammar, basic mathematics and algebra. The learning skills center offers self-paced instruction, instructor-student conferences, and peer tutoring sessions. For CalWORKs students who have difficulties with English three new Vocational English as a Second Language (VESEL) classes were developed as part of the non-credit learning skills classes. They focus on learning English related to workplace competencies.

The LACC CalWORKs program provides limited counseling and support services because the program is still under development and currently serves few students directly. SIP students, which represent the large majority of potential CalWORKs program participants, are still being identified and brought into the CalWORKs program. Furthermore, most SIPs use the college's regular counseling services. Nevertheless, a new part-time counselor and a new job developer have been hired and the program staff is recruiting new students. As of April 1999, four orientations had been held on campus to inform current and potential students about the CalWORKs program. The GAIN/CalWORKs director, Mark Gunderson, has placed his emphasis on program development and design with a focus towards making the college as a whole more accessible to CalWORKs students and on obtaining more referrals from LADPSS.

However, already, as a result of CalWORKs, qualified students have access to transportation assistance, book vouchers, and more work study positions on and off campus. In addition, once the new daycare facility is finished, CalWORKs students will have access to greater daycare services.

**Pedagogy and Curriculum**

Gunderson explained that most of the new CalWORKs referrals attending LACC are in GED classes. Since the majority of LACC students receiving cash assistance are SIPs he believes about 80 percent of students on cash assistance are in degree programs and about 70 percent are full time students. Since it is difficult to identify individual SIP students unless they come forward he did not have exact figures on which programs these students were in. However, he estimated that the largest percentage are in Early Childhood Development and that most of the other SIP students are either in Office Administration, Business administration with a focus on computer applications, accounting, or marketing, or in the Psychology Department's Human Services program.

Three new programs geared towards CalWORKs students are being developed: (1) a Food Service Specialist program linked to the college's Dietetics and School Food Service programs, (2) a Security Officer program through the Administration of Justice department, and (3) a Computer Technician program through the Business Administration department. The Business Administration department also offers a new nine-week computer cabling class. The preliminary draft version of the LACC CalWORKs Program Handbook we were given at the time of our visit listed twelve programs. They ranged in length from six weeks to one and a half years for full time students taking about 13 credits a semester. The handbook included the following programs:

- 6 week non-credit Food Service Specialist program,
- 15 credit Child Development Assistant Teacher certificate (which, with an internship and an additional 6 credits could become a Child Development Associate Teacher certificate),
- 27 credit Office Assistant certificate,
- 25 credit Computer Applications certificate,
- 28 credit Marketing and Salesman certificate,

- 34 credit Program Language certificate,
- 26 credit Webmaster certificate,
- 18 credit Security Officer training,
- 30 credit Security Management certificate,
- 39 credit one and a half year Human Services Drug/Alcohol Option certificate, and a similar certificate with a Generalist Option.

The program design of these options will be discussed later. In order to focus on issues of pedagogy this section will review the approaches of the Dietetics programs and the Human Service program. Both present examples of innovative pedagogy in programs, which include or will include CalWORKs students.

The Human Service program has been serving the Welfare-to-Work population for many years in its transitional employment programs. The new Food Service Specialist program, which is scheduled to start in July 1999, comes under the Dietetic Technician program director who is also an Associate Professor of Family and Consumer Studies. It is unclear how many CalWORKs students are currently in the Dietetics and School Food service fields, however these are hot programs which will serve a larger number of CalWORKs students in the future. In the long term, students who complete the Food Service Specialist training could be recruited into the college's Dietetic Service Supervisor and School Food Service one-year certificates and the corresponding Associate degrees.

The interesting feature of the Dietetics program pedagogy is its linkage of class lectures with field classes offered off campus in institutions with certified dieteticians. The organizations hosting the students all have a preceptor. The preceptor is an accredited dietician who supervises students and ensures that they learn a series of competencies specific to that particular organization's dietetic services. The Dietetic program director, who is also an instructor, has developed student evaluation forms specific to each organization. The student evaluation forms list the particular objectives/projects students have completed. The preceptor at each organization is asked to rate the student for each of these objectives/projects and for a series of personal/professional qualities such as judgment and oral communication. The rating scores go from 'independent,'

'competent with supervision,' 'needs reinforcement,' 'incomplete/resubmit,' to 'not done.' The evaluation form also asks the preceptors to describe the student's strengths and areas for professional growth, and to add any further comments and provide a final evaluation that has a grade equivalent. Preceptors are also expected to discuss the evaluations with the Dietetic Technician student. The field classes consist of four rotations of five hours at each of the six sites. They are combined with three hours a week of classroom lectures and discussions. The specific skills to be acquired during the field class are reviewed in the classroom lectures. The program director, who teaches several of these classes, is adamant about the need for class lectures to be related to the specific competencies the students will learn in that week's field class. The field sites are the WIC program, the San Fernando Community Mental Health Center's Center for Adolescent Advancement, the UCLA Center for the Health Services, the Children's Hospital of Los Angeles, Computrition, and the Los Angeles Sheriff's Department. During the Spring 1999 semester students in the advanced nutrition care, the dietetic seminar, and the nutrition delivery systems classes all combined classroom instruction and field classes. As part of the requirements for the Dietetic Technician Associates degree, as stipulated by the American Dietetic Association, students must complete 450 clinical hours. These field classes help them fulfill this requirement. The leadership of the National Dietetics Association determines the standards students must meet as part of their training. Fulfillment of standards ensures that Dietetics programs have links with employers and hands-on learning. The strength of the LACC program is also due to the close links the program director has with the work sites, and to the small and close knit community of professional dieticians. The preceptors are more than just supervisors. They have an important instructional role helping students gain specific competencies. Each instructor accompanies a group of students on their rotation each week to further ensure that instruction takes place at the field site. The demanding exams that dietitians must pass to be accredited require that students work with instructors competent in their field.

The new Food Service Specialist program draws on the pedagogical insights and experience of the Dietetics and School Food Service programs. It is employing a chef to help with the program design and to teach the classes. The classes will be combined with lectures and hands-on training in the college cafeteria in addition to internships. Since the program is not scheduled to start until July 1999 its pedagogical success will have to be evaluated at a later date.

The Human Services program, which offers a generalist and a drug/alcohol studies certificate, also provides training that combines an academic curriculum with hands on learning through internships. The academic curriculum has a dual focus on introducing students to the fundamentals of psychology and, on the other hand, increasing their communication skills and self-awareness. The importance placed on self-awareness is one of the ways in which the program builds on students' life experiences. The objective of the Human Services program started in 1969 is to train special populations (such as welfare recipients, ex convicts, etc.) to enter the human services field and thus "introduce a new kind of worker into the helping professions."[34] The faculty and director of the program see students' life experiences, such as past drug addiction or alcoholism, as valuable resources. They feel that students bring these experiences to the classes and especially to their future work in human services. One of the required classes for all human service students is Psych 43: Group Dynamics. As a means of introducing students to the dynamics of group interaction and helping them better understand themselves the class places an "emphasis upon the individual's firsthand experience as the group studies itself"[35] with the guidance of the instructor. As a student in the CalWORKs program, who will soon complete her human services generalist certificate explained "the class is getting to know each other" and feeling somewhat like a family. She likes the discussion and student-centered nature of the psychology classes. Another class required for both certificates worth noting is Psych 45: Issues in Human Services Careers. It focuses specifically on putting into practice the psychological theories discussed in other classes. It also teaches students job interviewing, report writing and

[34] Human services curriculum handout 4/96 version.

[35] Human services curriculum handout 4/96 version.

other skills needed to "survive in the real world of work in Human Services."[36] Many of the classes in the Human Service certificates are participatory and student-focused. They include some combination of debate and discussion, outside guest speakers, lectures, focus groups for questions, and/or case scenarios. Students learn the theories of psychology as well as specific techniques and skills for prevention, intervention, and treatment of drug and alcohol abuse or other social service issues.

Although classes provide opportunities for experiential learning they are complemented by three semesters of field work courses, which require students to intern for about five to seven hours a week in a human services organization. Students spend each semester in a different field site. Students select these sites from the 100 community based organizations the program has established a working relation, based on their interests and the population with which they want to work. Students must complete 85 hours of fieldwork if they are in the drug and alcohol specialization and 75 hours if they have chosen the generalist option. During their internship students must keep a field workbook and participate in the fieldwork class where they can discuss any difficulties they are having at their field site, and learn to problem solve. Students benefit from the instructor's role as their advocate. This class is particularly important since, compared to the Dietetics program, the internship experience itself is less structured. To help ensure a productive internship, each student and their supervisor receive their version of field site guidelines. The guidelines describe the fieldwork requirements and give students a code of ethics they must follow such as notifying their supervisor if they must be absent or late and staying out of internal politics. All supervisors also receive a letter outlining what is expected of the student and the field work experience. For example, "students are required to spend the majority of their volunteer hours working in direct contact with clients or supervisors."[37] The success of the internships is also linked to the longstanding working relationship the program has had with some of the field sites. As is the case in the Dietetics program the internships count as college credit. However, while Dietetics students are graded by their preceptor, Human Service interns are graded by the field

[36] Human services curriculum handout 4/96 version.

[37] LACC Human Services program's letter to the field site supervisors.

work class instructor based in part on the mid-term and final evaluations, which field site supervisors give each student. There are about 160 students in human service internships each semester.

Through its Human Service program the psychology department has been working successfully with disadvantaged students for many years. It currently serves some CalWORKs students but their time limits and work requirements present some difficulties in integrating them into the program. As the chair of Psychology and Human Services explained, the department is consciously resisting the pressure to reduce the length of their program and/or design a semester program. She feels that their graduates are dealing with people's lives and therefore need sufficient time to obtain certain basic skills that cannot be acquired in one semester. Furthermore, she wants to maintain the program's good reputation and success rate. CalWORKs' provision for paid work-study employment also poses a problem for the Human Services program since it explicitly states in its guidelines that fieldwork assignments cannot be paid. This is based on the belief that the employer-employee relationship of a paid internship would get in the way of the mentoring and educational aspects of the fieldwork. Nevertheless, the chair of Psychology and Human Services is interested in working with CalWORKs students. She is part of the CalWORKs ad hoc advisory committee and was one of the faculty members who attended the 1999 annual CalWORKs conference were she gleaned some ideas for her department. The department is working on making some changes to its Human Services program to meet the needs of CalWORKs students who have limited time. The chair agreed that her department needs to find ways students can start their classes mid-semester. At the time of our visit the department was offering nine mid-semester classes, which was still less than the other departments serving CalWORKs students. Human Service classes, however, are already evenly divided between daytime and evening hours and the department offers Friday and Saturday classes. The department was also working on developing the first ever summer fieldwork program. This would allow students to complete their certificate in a year if they were attending school full-time instead of the current minimum of 18 months. The Human Service program provides an interesting example of how a program, which has successfully worked with disadvantaged students is working with CalWORKs students. The program

simultaneously resists aspects of the new CalWORKs approach but also tries to respond to the constraints of CalWORKs students. Hence, it is resisting the push for shortening programs and yet adding further flexibility to its curriculum and fieldwork schedules. It was too early to tell how effective the program will be at serving CalWORKs participants.

Los Angeles City College was already serving disadvantaged students prior to the initiation of CalWORKs. It also included programs that had put in place pedagogies integrating classroom instruction and workplace experience as well as participatory and student-centered classes. The CalWORKs program has been able to draw on these strengths both in its new program design and in integrating more disadvantaged students into the colleges. However, CalWORKs has also encouraged program administrators to review their programs and find avenues for improving them by making them more accessible to students with time constrains. The departments in which course shortening has already taken place and where the curriculum has been redesigned to this effect are Business and Office Administration. These are the fields discussed next in looking more specifically at issues of program design.

**Program design**

At the time of our visit the GAIN/CalWORKs program was under transition from a basic skills (ESL, ABE, GED) emphasis to a vocational training and job placement focus in accord with the new CalWORKs priorities. The program staff consisted of the program director, a secretary, three part-time counselors, a job developer and six student workers. Much of their time was spent on program design and development. This included hiring faculty to do new curriculum development and getting them committed to serving CalWORKs students. To this effect, the GAIN/CalWORKs director, Mark Gunderson, was able to get the department chairs to participate in an ad hoc advisory group which meets at participants' homes to discuss curriculum and job development issues linked to the CalWORKs program. In addition, four faculty members, three of whom are a department chair or program director, attended the 1999 annual CalWORKs conference along with Gunderson. Faculty members were also involved in the campus-wide CalWORKs orientations where they presented the certificates and new accelerated courses offered by their departments. The Vice President of Administration has also been

involved in generating program design ideas and supporting the development of the new cafeteria and food service training facility. The ability of Gunderson to communicate and develop collaborations on campus as well as the ability of CalWORKs to finance certain services or construction[38] has allowed for the development of an integrated CalWORKs program. The CalWORKs program now enjoys the support of several key faculty and administrators. During our visit Gunderson was preparing the first GAIN/CalWORKs newsletter to provide information and increase the awareness of students, faculty, and administrators about the GAIN/CalWORKs program as well as thank all those who had already participated in the CalWORKs effort. This focus on establishing links with other programs on campus is one of the GAIN/CalWORKs program's strengths.

Another important aspect of the GAIN/CalWORKs program development is the recruiting of more students and the development of stronger ties with LADPSS social workers. As of April 1999, the program had held four campus wide orientations to recruit students. One of the newly hired counselors is working on promoting the LACC CalWORKs program by informing caseworkers and potential students about the classes offered at LACC. She was going to invite caseworkers to visit the program. As she and Gunderson explained selling the program and letting people know who is doing what is half the battle.

The integrated program design of CalWORKs means that the new classes designed to meet CalWORKs student's time-lines are part of the college's regular curriculum and can potentially prepare students for higher level certificates or Associate degrees. All the new programs were also designed as part of possible career ladder. For example, students who complete the Food Service Specialist program can pursue a School Food Service Supervisor certificate and/or Associates degree. Similarly, the security officer training can be complemented by a security management certificate. The GAIN/CalWORKs director described the goal of the program as "helping students to enter entry level employment and work on a career latter through post employment training." Although the new classes were developed for CalWORKs students they also meet the needs of other

[38] CalWORKs funding has been used to build an additional daycare facility, an extension to the career center to house the CalWORKs job developer, and a new cafeteria, which will include training facilities.

students who want short term training in order to find a job quickly or improve their earning power in their field of employment.

Many of the new classes are intensive versions of pre-existing semester classes and as a result there are many more opportunities to start classes mid-semester. In Family and Consumer Studies the one semester sanitation and safety class is now offered as a nine-week sequence of three-week classes which can be taken consecutively or separately. The first sequence also prepares students to take the Serve Safe test which, if they pass, will give them a Food Handlers' Certificate from the Los Angeles County Department of Public Health. As a result of the county's new hygiene rating for all restaurants there is an increased demand for food handlers to have this certification. The three-week class format also allows students to start their training at LACC during the course of the semester. The Business and Office Administration programs have also redesigned many of their courses into intensive nine-week classes. They designed an accelerated course sequence, which is divided into three levels corresponding to different career levels. The first level is an office aid certificate, which, in one or two semesters allows a student to obtain a job earning $8 to $12 an hour. This is particularly relevant for CalWORKs participants since, according to the LADPSS, "in Los Angeles County, a parent with two children must earn an hourly wage of $7.82 to discontinue cash assistance."[39] The office aid certificate is followed by an office administration certificate and a last sequence (or third level) in which students specialize in micro-computers, business or marketing. The chair of Business Administration explained that the accelerated version would allow students to complete a two-year program in six months. About thirty classes were redesigned for CalWORKs by turning them into nine-week courses. Seven six-week classes had also been developed. Three of these six-week classes are part of an Office Administration sequence (OA 35 A,B,C) which, in one semester, allows students to complete an introduction to word-processing, spreadsheets, and presentation graphics. The redesign of courses funded by the CalWORKs program involves revising the whole course outline and getting the new version approved. Increasing the class time each week, usually by two, and eliminating the overlap between classes, the duplication in

[39] Los Angeles County regional pic/sda collaborative Welfare-to-work local plan (1998), http://www.co.la.ca.us/dpss/calworks.c/post_employment

assignments, and the prerequisites shortened courses. At the time of our visit, the Business Administration department had not yet completed the course redesign for its advanced certificates in micro-computers, business, and marketing which correspond to the third level of the new accelerated course sequence. It was thus too early to determine fully how successful the new intensive approach is. One CalWORKs student who took the OA 35 Office Administration sequence during her first semester at LACC found the class very difficult because of the pressure to learn so much in a small amount of time. Now in her third semester at LACC, she was still having difficulties and was about to be put on academic probation. Though not necessarily representative, her case raises the issue of whether the intensive classes will motivate CalWORKs students and allow them to learn faster or discourage them. This is where the CalWORKs staff, especially the counselors, can play a crucial role by ensuring students get the academic support they need. Indeed, because CalWORKs students are not in dedicated classes the role of coordination, monitoring and tracking on the part of the CalWORKs staff is all the more important to ensure CalWORKs participants receive the support services they need and do not drop out.

Some of the programs offered to CalWORKs students are also designed to provide possibilities for them to earn state-recognized certifications or transfer to four-year colleges. For example, drug and alcohol certificate graduates qualify to take the written examination offered by the California Certification Board of Alcohol and Drug Counselors (CCBADC) and, with additional work experience, can qualify for the California Addiction Treatment Specialist Credential of the California Association of Alcohol and Drug Educators (CAADE). Since the college is part of the California system many of the community college classes are transferable into the California State or University systems. However, this is not the case for all majors. In Dietetics, for example, although there is a Bachelors degree in Dietetics at California State College in Los Angeles the LACC program is still working on formulating articulation agreements. For now students are evaluated on an individual basis. The Dietetic Association of California is working on an equivalency grid for all seven Dietetics programs in the state. In the Business Administration department, on the other hand, all degrees are transferable and students are encouraged to consider pursuing Bachelors.

Although CalWORKs students are taking classes offered to all students, the CalWORKs program staff is also designing tools to help its students select their program and classes. One of these tools is the CalWORKs program handbook. The draft version of the yet to be completed handbook contains the newly developed short-term courses and a few other hot programs. It lists the requirements for each of the twelve programs and provides students with a certificate of completion checklist to keep track of completed classes. One of the innovations of the LACC GAIN/CalWORKs program, which was also still under development, is the creation of packaged class schedules so that CalWORKs LADPSS referrals can be presented with a total package of classes. Instead of students trying to coordinate a schedule and get into individual classes through placement tests the CalWORKs program will offer three- to nine-week schedules of classes CalWORKs students can take that provide vocational training and do not require prerequisites. The schedules will be adjusted to take into account students' specific language and math skills. The schedules make access to community college training more user-friendly for CalWORKs referrals and make it quicker and easier for students to know their training schedule. Packages also ensure that students can complete their program in their allotted time as well as fulfill their work activity requirements. Another important advantage of the schedules is that they make it clearer to CalWORKs participants and their LADPSS case managers what the training options are available at LACC. The creation of these packaged schedules is facilitated in part by the fact that the college has adopted block scheduling. It eliminates any overlap between classes and as a result makes it easier to put together a class schedule.

Overall the main characteristics of the LACC GAIN/CalWORKs program design are its focus on developing collaborations across the college and on promotion, the integrated nature of its curriculum and the increase of intensive and mid semester classes, as well as its development of a program guide and packaged course schedules to assist students. However, it is unclear whether sufficient support services to assist students in these new or redesigned classes are in place.

**Programs design - links with employers**

Several of the features of the GAIN/CalWORKs program were specifically designed to broaden students' job experience and the program's links with employers in order to increase the number of students who are placed in jobs after completing their training at LACC. To this effect the CalWORKs program has been able to build on the strong internship programs and experience of the Human Services and Dietetics majors. The combination of a strong academic curriculum and internship experience of the Human Services certificate program has been very successful. Close to 75 percent of its graduates are employed and have salaries ranging from $8 to $20 an hour (The LADPSS considers $7.82 the minimum hourly wage for CalWORKs participants to no longer require cash assistance). Drawing on the experience and contacts of the Dietetics and school food service faculty the new Food Service Specialist program is designed to combine on-the-job training at the LACC cafeteria working with a chef and internships at local restaurants or hospital kitchens. Another reason paid internships or work study are also an important part of the LACC GAIN/CalWORKs program is that a large portion of the funds provided to community colleges for CalWORKs were designated to subsidize work study assignments for CalWORKs participants. As of April 1999 more than 100 LACC CalWORKs students had been placed in work sites on and off campus. To entice employers to hire CalWORKs work study students the GAIN/CalWORKs program can subsidize up to 75 percent of the student's salary. The exact subsidy is negotiated with individual employers. The work study program has four pay categories ranging from $5.80 an hour to $9 an hour.

Another tool being put in place at LACC and should also operate throughout the Los Angeles Community College District is the NETPOOL intranet-based employment development system. A Florida based software company called Career Development Technology developed the system. It will combine a job bank and an applicant pool with a case management component that will allow for the tracking and monitoring of CalWORKs students. Employers with a password will be able to search the database for candidates to fill their vacancies. However, the database is still under development and the CalWORKs job developer is contacting employers to sell them the idea of having CalWORKs participants work for them and using LACC's job bank services. She has found

that the CalWORKs subsidy of students' salaries is a tangible incentive for employers.

The job developer position is another new addition to the LACC Gain/CalWORKs program. The job developer was hired two weeks prior to our visit. However, the college has valuable experience in workforce development gained through its JTPA program, a One stop job center, and an Employment Development Department (EDD) office on campus with which the new CalWORKs job developer will coordinate her efforts. The JTPA program is an important resource because it has been working on job placement for several years, using the criteria of placing clients in jobs that offer upward mobility and a satisfactory salary level. The role of the job developer is to act as a liaison with the community and other campus services and to coordinate job placement efforts on campus, especially with the JTPA program. The Job Developer must ensure that there is no overlap to maximize the resources of various programs. This role is also in accord with the GAIN/CalWORKs director's philosophy that job development is a collaborative process. One of these resources is the part-time faculty of the college. In the Business Administration department part-time instructors make up 60 to 70 percent of the faculty and many of them have their own businesses or work in the industry. The administration of the college also interacts regularly with the companies. The Vice President of Administration, who is involved in several CalWORKs initiatives, explained that these contacts are used to gain input for the college's programs and insights into job development possibilities. The chair of Business Administration, pointed out that, in addition to continuous contact with people in the industry and feedback from employed students, he keeps track of hot programs through the LA times classified ads and internet employment ads. He finds those sources more helpful than official labor market data. In the Human Services program many students find jobs through the contacts they create during their fieldwork.

The GAIN/CalWORKs program is just starting its job development efforts. The Job Developer's office at the Career Center has not yet been built at the time of our visit. It was therefore too early to tell how successful the campus collaborations around job development will be and how many students will be placed.

**College leadership**

The college leadership has been supportive of initiatives benefiting CalWORKs students. In particular, the institution of block scheduling was due to the leadership of the President and Vice President of the college. It has made schedules user-friendlier especially for working students. As a result, as the chair of Business Administration explained, students can now get a degree by attending college two days a week. This has also made it easier to create schedules that allow CalWORKs students to combine their studies and weekly work requirements. The GAIN/CalWORKs director pointed out that the educational development plan of the college parallels that of CalWORKs in its focus on the creation of career ladder and links with employers. The Vice President of Administration has also been supportive of the CalWORKs program. He is credited for coming up with many good ideas and is involved in the cafeteria renovation and Food Service program project. The Vice President of Academic Affairs was another resource for the GAIN/CalWORKs director for whom he provided guidance in getting key faculty involved in the CalWORKs ad hoc advisory committee. Through this committee and through resulting contacts, CalWORKs has gained the input and expertise of many department chairs and other faculty members. Although the CalWORKs program used to come under Student Services it is now back under Academic Affairs which may further explain, or possibly facilitate, ties with faculty. The support from many parts of the college administration has also been nurtured by the communication and networking efforts of the GAIN/CalWORKs program director. This has been facilitated by having state CalWORKs resources at his disposal to fund projects and new ideas.

**Conclusion**

LACC, like other California community colleges, has benefited from an amicable state policy context in which community colleges are seen as key players in the state's Welfare-to-Work program and were funded accordingly. Although a significant portion of the funds were allocated specifically for child care and work study the funding also gave colleges flexibility in the initiatives they chose to invest in. Consequently, the LACC GAIN/CalWORKs director was able to fund projects that significantly change the programs and resources available at LACC. For example, more intensive short term classes are now offered at the college, a new training facility is being built as part of the

college's cafeteria, and the child care center is being expanded.

The lessons to be learned from LACC come from both its existing programs in Dietetics and Human Services and newer initiatives, especially the Food Service Specialist program and the course redesign in the Business and Office Administration departments. The Dietetics and Human Services programs both present models in which experiential learning is a crucial component of students' education. All Dietetics students must complete several classes that combine classroom instruction and field classes in organizations with accredited dieticians. The dieticians play an important instructional role in helping students gain specific competencies related to the activities of their organization. In the Human Service program most of the classes provide opportunities for experiential learning through debates, discussions, focus groups and case scenarios which actively engage students and allow them to learn from their and others life experiences. Students also learn through their fieldwork in three human service organizations. The fieldwork is less structured than the Dietetics programs' field classes, however, students are placed for longer periods of time. Through their respective field programs the Dietetics and Human Services programs also maintain close ties with potential employers and ensure that the training they give students corresponds to the needs of employers. The Human Services program has a placement rate of 75 percent and graduates have salaries ranging from $8 to $20 an hour. However, these two programs are not accessible to all CalWORKs participants because of time limits. The basic Human Service program last at least 18 months and the Dietetics certificate last 12 months. The new Business and Office Administration and Food Service Specialist programs were designed to provide shorter training with more intermediary career ladder steps to allow students to find employment quickly and then increase their earning power through post-employment training. In one semester a student can complete the courses required for the office aid certificate and, according to the Business Administration chair, without prior experience obtain an $8 to $12 an hour job. The student can then obtain an office administration certificate and a specialized certificate in micro-computer, business or marketing. The new Food Service Specialist program has also benefited form the prior experience of the Dietetics and School Food Service programs and is thus also combining lectures with hands-on training at the

college cafeteria in addition to internships.

The LACC CalWORKs program development and design is focused on making the college as a whole more accessible to CalWORKs students. The strength of the program is also derived from the director's approach of focusing on program design as a collaborative effort and has obtained the support of key faculty and administrators. Similarly, the job placement ability of the program will depend on the new job developer's ability to establish new ties with employers and draw on the job development resources already available on campus. The potential weakness of the CalWORKs program lies in its counseling and support services for which it has a limited staff. As the number of CalWORKs participants increases at LACC it will be important for the GAIN/CalWORKs program to ensure students have the support services they need to take full advantage of the newly designed training programs.

Welfare-to-Work reform has had an important and permanent impact on LACC. The funds the college received allowed it to develop new facilities and programs. Most importantly, the CalWORKs program implemented changes by working with individual departments and engaging the faculty and college as a whole in rethinking ways in which it can be more accessible to CalWORKs participants. This increases the likelihood that changes will have a lasting impact. Since many of new initiatives were not all fully implemented it was too early to evaluate their success in serving the needs of CalWORKs participants.

**Los Angeles Trade Technical College**

**Introduction**

Los Angeles Trade Technical College (LATTC) is the only technical college in the Los Angeles Community College District (LACCD). It offers the most vocational programs of all the district colleges. As a trade school LATTC has always been focused on vocational training and, through its faculty, has maintained close ties with the trades. As of fall 1997 it had 3441 full time equivalent students and 8776 part-time students. Half of the student population were Hispanic, 30 percent were African-American, 11 percent were Asian-American and 7 percent were non-Hispanic White. Fifty-six percent of students listed English as their primary language, 31.6 percent listed Spanish and 11 percent listed another language. Compared to other colleges in the district LATTC attracts a large percentage (17 percent) of students from neighboring districts due to its vocational programs which are often not available elsewhere.[40] An estimated 25 percent of the LATTC's students are eligible for welfare assistance. The college had about 3300 students receiving cash assistance about 500 of who had been referred to the college by the Los Angeles Department of Public and Social Services (DPSS) over the course of the year. The other 2800 students were Self Initiated Participants (SIP). An estimated 95 percent of the LATTC CalWORKs participants are women. Like the other programs serving welfare recipients in the LACCD the LATTC CalWORKs started as a GAIN program focused on basic skills and support services and is now becoming more vocational and job placement oriented. The college received $1.6 million in total CalWORKs funds for childcare, work study, course redesign, and other services for CalWORKs participants. The CalWORKs program's student services and some of its classes are only for students on cash assistance. However, college faculty have been involved in redesigning curriculum for CalWORKs students and the instructional aspects of the program, as they are administered by the faculty, are slowly becoming more integrated as part of the regular college curriculum.

[40] All the statistics listed here were prepared by the Institutional Research and Information Unit of the LACCD for the district's web site: http://www.laccd.edu/edsvcs/research/StuChar/F97/Trade/TRADE.html

**Counseling and support services**

The initial GAIN program at LATTC was started in December 1989 by Nancy Sanders who was hired to set up and run the program. It was a dedicated program, which only served AFDC recipients referred by LADPSS. It provided basic skills training, ESL, and GED preparation and placed great emphasis on support services to ensure students' success.[41] The program had its own advisors who provided support services including Personal Development classes and individualized advising. One of these advisors was Linda Cole, who is the senior counselor and who has directed and continues to coordinate the program. Many of the support services developed as part of the GAIN program are still in place. CalWORKs counselors, like the previous GAIN advisors, work with welfare recipients to develop individualized educational plans to guide them in their training at LATTC and help them find a career track. The GAIN advisors also monitored their clients' academic progress through regular assessments and served as liaisons with DPSS. CalWORKs counselors continue to have these responsibilities. In 1998, in anticipation of the increased number of students to be served through CalWORKs, the college started hiring more staff to work with students receiving cash assistance including both the SIP students already enrolled at the college and the anticipated continued referrals from DPSS. The CalWORKs program started serving students April 1, 1998, although they had started to be integrated into the program in January 1998. The GAIN program continues to serve students referred by DPSS by providing basic skills and short-term vocational training classes and programs. At LATTC the CalWORKs program is an expansion of the existing GAIN program, which it will eventually replace.[42] The CalWORKs program serves primarily SIP students who represent a significantly larger number of students. It focuses on student services and draws on other existing and new college resources.

LATTC has two other dedicated programs with an emphasis on support services. They were brought to our attention because of their success in ensuring the academic and future job success of disadvantaged students. The first was a grant-funded pilot

[41] Information on the GAIN program is based mostly on a presentation of the GAIN program written by Nancy Sanders titled "The GAIN Program at Los Angeles Trade Technical College."

[42] The city of Los Angeles will continue to provide JTPA funding for GAIN until June 2000.

program organized in 1995-1996. It provided data entry training for the field of healthcare combined with internships at hospitals, Spanish-speaking clinics, and other institutions. 80 percent of the approximately 30 students were Spanish-speaking. Half of the class had an extra Spanish-speaking teacher in addition to a tutor and a translator. The program was successful at placing students. This success was attributed to the strong links established between case management and instruction and between basic skills remediation and the vocational classes. The second initiative was a JTPA-funded Metal Works Welding program. One of its objectives was to increase the number of women in the higher paying non-traditional trades. Half of the students were women. The program also had a bilingual instructor. It was a dedicated program integrating support services and instruction. After six months of training 80 percent of the students were placed. Chini Johnson-Taylor, Academic Senate President and former CalWORKs director, attributed its success to the individualized attention students received. Both of these programs were one-time initiatives. However, they illustrate that LATTC has the expertise and ability to work successfully with disadvantaged students. As an outgrowth of the Metal Works Welding training and in an attempt to get more women into trades which may be have higher pay but are mostly the domain of men, the college has put in place the Step Up program for women in the trades. This gender equity program is aimed at encouraging women to pursue a non-traditional vocational major at LATTC. To this effect it provides them with support services including a peer support group.

To aid financially and educationally disadvantaged full-time students LATTC also offers the statewide Extended Opportunity Program and Services (EOPS). It provides "professional counseling services to meet student's academic goals, workshops to encourage self development, and book grants to lessen the financial burden of school."[43] Many EOPS eligible students who are AFDC/TANF recipients single heads of household with a child under the age of 14 can also get support services through the Cooperative Agencies & Resources for Education (CARE) program which is part of EOPS. It provides assistance with childcare expenses, counseling, educational and personal development workshops, and access to community resources.[44]

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[43]EOPS program flyer.

[44] However, once these students are identified as CalWORKs, they can receive all supportive services from LADPSS

LATTC's new CalWORKs program has four counselors who provide support services to CalWORKs participants attending the college regardless of the kind of classes they are in and whether they are part-time or full-time students. Two counselors work full time, one works three days a week, and the forth works part-time coordinating CalWORKs' work study on campus and the work experience program. At the time of our visit Chini Johnson-Taylor had been the program director for six months but she was moving to another position and no new director had been designated yet. According to the LATTC CalWORKs brochure, the services provided for participants include short-term vocational training, Adult Basic Education (ABE) and GED preparation classes, goal setting and personal development, job readiness and job search seminars, on the job training through the work experience program, academic, career and personal counseling, post employment services, and ESL classes. LATTC also provides childcare, transportation, text books, supplies, work study assignments, and, in collaboration with the Employment Development Department (EDD), job placement assistance. The campus' Child Development Center is being expanded with CalWORKs funds and will give CalWORKs participants more childcare opportunities on campus. In addition to these services CalWORKs participants also qualify for fee waivers to cover their tuition.[45]

Linda Cole does much of the coordination of the CalWORKs support services. She has a Masters in Psychology and has worked at LATTC with this student population and as a liaison with DPSS for five years. She also works directly with students as a counselor. About five to seven new students are referred to the program by DPSS every week. According to the staff, the referrals are steadily increasing with the impact of the new welfare initiatives. They are usually referred to LATTC for six months and at most a year. The CalWORKs counselors work with each student on coordinating their educational plan and try to develop a supportive relationship with them. At the time of their intake meeting, in addition to being assessed by CalWORKs counselors, all students are tested by the matriculation office to determine their math and English skill levels. In putting together a package of classes for each student the counselors must find ways of

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including childcare, books, supplies and transportation.

[45] These waivers as well as the childcare and other collaboratively provided support service are technically a part of all California community college CalWORKs programs.

coordinating the semester or nine-week based schedule and academic demands of the college and the time lines and remedial education needs of CalWORKs participants. To obtain the needed flexibility, counselors draw on the learning skills, continuing education, and personal development classes. They also use these classes to help students acclimate to the college environment before they take regular vocational classes. The personal development classes also provide more, less individualized, counseling assistance. They address issues such as time management, career planning, and interpersonal and family relationships. For example, one of the CalWORKs counselors teaches a personal development class focused on job preparation. It helps students assess their personality and abilities, teaches them how to search for a job, write a resume, improve their interviewing skills, keep their job, communicate effectively, and know their rights and obligations as employees. CalWORKs counselors also monitor the academic progress of the students. However, CalWORKs counselors do not work with all 3300 CalWORKs students on campus. The majority of CalWORKs students (2800) are SIPs who attend the college on their own initiative and may not have been identified by CalWORKs counselors.[46] CalWORKs counselors work primary with students who are referred by DPSS and SIP students to process their contracts, progress reports, book requests, and other student services assistance.

In addition to assisting students with academic-related issues such as selecting classes or completing academic requirements, CalWORKs counselors serve as mediators for the students vis-a-vis DPSS. The counselors advocate for students on issues of time limits, program approval, and work status to ensure students can continue their training. For example, CalWORKs counselor Linda Cole was able to obtain SIP status for a student who was initially considered a new student. As a result the student now has a total of 24 months to complete her training instead of only 18 months. Although such changes in status are unusual counselors try to negotiate DPSS contract extensions for those who need them. Cole explained that she is able to negotiate with DPSS because over the years she has established a good working relationship with DPSS case managers. She

[46] Some of these students may already be getting the support services they need through programs such as EOPS. CalWORKs Student Services sent a mailing to all LATTC students to inform them of the services offered to students on cash assistance in an attempt to identify more SIP students.

keeps up to date with what they are doing and their procedures and they respect her opinion as a counselor and educator. Cole's good references have also helped her establish ties with the many new case managers DPSS has hired.

Cole and the other counselors also place great emphasis on ensuring that while students complete their LA GAIN Welfare-to-Work vocational training plan they get the basic skills training they need. According to Cole, on average, CalWORKs participants at LATTC have only completed a 10th grade education and test at the 3rd to 5th grade level in math and 7th to 9th grade level in English. Most SIP students tend to do well in their regular college classes. However, Cole pointed out that the newer SIP students seem to require more hand holding, as do the students who are referred by DPSS. Most of the more recent participants in the CalWORKs program are placed in basic skills classes and use the Learning Skills Center's Computer Aided Instruction services. The center's assistant administrative analyst is also a counselor and is available to help CalWORKs students using the computer lab. Furthermore the center has basic skills instructors, tutors, and a full time reading specialist. The college also has a separate ESL center dedicated to teaching English as a Second Language.

In cases when a program participant has substance abuse, domestic violence or mental health difficulties counselors encourage students to seek treatment or counseling and suggest places where they can get assistance. However, students have to volunteer to take part in a treatment or counseling program. Such support services are provided by the LADPSS as part of the LA GAIN initiative. In fact, LADPSS requests that "at any time the need for mental health treatment, substance abuse treatment, or domestic violence counseling is identified, the participant is to be sent to the GAIN social worker for referral to Clinical Assessment."[47] However, participation in treatment or counseling services is limited in time. Technically the need for these services is supposed to have been identified by DPSS when LA GAIN participants are in vocational assessment before they are referred to community colleges.

[47] LA GAIN Welfare-to-Work (WTW) flow/decision chart handout, visio-wtw2, 3/19/98

In addition to providing training, the work-study component of the LATTC CalWORKs program has also allowed for the creation of a supportive environment for CalWORKs students. There are about 80 CalWORKs participants working on the LATTC campus in jobs related to their vocational training. They work in office positions, at the childcare development center, in the cosmetology department as lab assistants, and in the physical plant of the college.[48] Working on campus makes it easier for students to coordinate their class and work schedules. It also means they have more opportunities to get to know CalWORKs participants, other students, staff, and faculty. They have a presence on campus and can assist each other. Several students as well as the CalWORKs counselors pointed out how for the first time CalWORKs participants are meeting others in similar situations. This makes them feel less isolated. However, several Hispanic students including CalWORKs participants felt a strong need for a support group specifically for Hispanics to discuss issues such as the lack of support they get from their families as women pursing an education. Just the same, CalWORKs students, including Hispanics, felt that in case they had any problem they could go to the CalWORKs office where they would get support and assistance. A further sense of belonging and accomplishment is fostered among CalWORKs participants by the program's culmination ceremony for all students who complete their coursework.

One of the strengths of the CalWORKs program at LATTC is the individual support students receive, which helps them complete their training successfully. Counselors provide students with an educational plan, personal development classes, academic monitoring, advocacy vis-a-vis DPSS, a supportive environment, and a sense of community. Case management is not built into the curriculum as much as it was under the previous GAIN program and various pilot projects. The support services provided to CalWORKs participants come under the umbrella of the college's Student Services and the official title of CalWORKs Student Services. Whereas much of the instructional aspects of the CalWORKs program are administered by the Dean of Business and Economic Development and are integrated instead of being administered as part of a separate program. New and redesigned classes are part of the regular curriculum and much of the basic skills training comes under the new campus Learning Skills Center.

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[48] One student interested in landscaping works in the college's physical plant.

**Pedagogy and curriculum**

Most CalWORKs participants who are in short term programs -- including all the new students referred by DPSS -- are taking classes in Child Development, Office Administration or Culinary Arts. The latter is one of the hot programs in great demand by employers. Most of these new students are also in basic skills and/or GED preparation classes. The majority of SIP students at the college are enrolled in cosmetology, office administration, fashion mechanizing and design, automotive and related technology, carpentry, and nursing. Fashion design is another hot program. In the LATTC CalWORKs brochure potential students are informed that the college has short-term programs in Auto Servicing, Baking, Carpentry, Certified Nursing Assistant, Child Care Worker, Culinary Arts, Data Entry, Fashion Mechanizing, Manufacturing, Network Cabling, Office Administration, Plumbing, Refrigeration/AC and Welding. Most of these courses, in addition to training for Home Health Aid, Chemical Technology Lab Assistant, Earthquake Value Installer, and Electrical Wiring, were redesigned or created as part of the curriculum development effort undertaken for CalWORKs students.

All the vocational classes require hands-on training, which students receive in their labs. The Dean of Business and Economic Development who oversees all the Construction Technologies explained that the emphasis is on learning from practice. For every 24 hour block of classes per week, 16 to 18 of those will be hands-on lab work. He gave as an example the carpentry programs' partnership with Habitat for Humanity. LATTC students with their instructors have built 30 Habitat for Humanity homes in which students did 90 percent of the construction. LATTC students also wired the electric systems of seven homes and completed the plumbing installation in four Habitat for Humanity houses.

Although hands-on training is a crucial component of vocational education it is not sufficient to ensure the success of many LATTC students. The greatest barrier to students' completion of their vocational programs is their lack of basic Math and English skills. The college found this to be at the heart of its retention problem. As a result, practices that support academically disadvantaged students were mainstreamed. The college's new Learning Skills Center, while it is open to all college students, has integrated several pedagogical practices initiated to serve AFDC recipients in the

previous GAIN program. The Learning Skills Center is the centerpiece of the college's new basic skills program and was made possible due to CalWORKs funds. The center brought together both physically and institutionally various resources on campus, upgraded their infrastructure, and increased their visibility. The most important of these resources were the Learning Assistance/Tutoring Center and the GAIN Computer Learning Center. The Learning Skills Center has its own learning skills faculty including a reading specialist. It provides learning skills classes, tutoring, special education, developmental communications and American Sign Language services as well as a computer lab with Computer Aided Instruction capabilities. Learning Skills Center faculty members have the ability to use or develop teaching methods adapted to student's individual learning styles and academic support services tailored to faculty's individual courses. For example, as part of the CalWORKs curriculum development ten Learning Skills classes linked to specific vocational specialties were created. In these classes instructors will provide students with basic skills training relevant to their vocational area of interest. The new center has also integrated a combination of learning skills classes and self paced computer math and English programs established as part of GAIN. As a result, basic skills instructors combine lectures and Computer Aided Instruction which allow students to learn at their own pace while still receiving tutorial assistance. Other instructors can also tailor the computerized lessons to support their subject matter's content. The college is expanding on the computerized basic skills programs it has.[49] The center has its own director and comes under the Dean of Business and Economic Development. The center and its computer lab are now funded through the college's general fund and no longer require CalWORKs funding to operate. However, the Learning Skills Center continues to serve the needs of CalWORKs participants and guarantees that the needs of academically disadvantaged students are a permanently funded priority of the college. In addition, CalWORKs students continue to receive special support. Special Learning Skills class sections are set up for them. In addition, the Learning Skills Center's computer lab Assistant Administrative Analyst who formerly worked with the GAIN program for nine years is available, along with the center's instructors and tutors, to work with CalWORKs students using the computer lab.

[49] GAIN purchased Plato and New Century program to help students with GED preparation. The college has since also purchased other Computer Aided Instruction software.

Because of the vocational nature of its curriculum, LATTC is characterized by its hands-on approach to learning. Its students tend to spend more time in class than those of other LACCD colleges because of the long lab hours associated with many of the LATTC classes.[50] The college's main pedagogical innovation, which was made possible in part due to CalWORKs funds, is its new Learning Skills Center. The center serves the basic skills needs of all students including CalWORKs participants. It can assist students with different learning styles and speeds. Two of its interesting features are its vocational basic skills classes and its combination of instructors and Computer Aided Instruction.

**Program design**

At the time of our visit the CalWORKs program at LATTC was divided into two main components: the CalWORKs Student Services, which come under the Vice President of Student Services, and the instructional and job development aspects of the program, much of which are administered by the Dean of Business and Economic Development, Bobby McNeel. Most of the instruction is integrated into the college's regular programs instead of being administered as part of a separate program.[51] New and redesigned classes are part of the college curriculum and much of the basic skills training comes under the new campus Learning Skills Center or the Continuing Education program. The director of the Learning Skills Center, the CalWORKs job developer, the contract and continuing education programs, and the Construction Technologies departments are all overseen by McNeel. In addition, some of the departments CalWORKs students are in, such as Culinary Arts or Child Development, have their own Deans of Academic Affairs. The college also has a campus Welfare-to-Work advisory committee and a CalWORKs external advisory board. The board is comprised of representatives from the educational, business, local and Welfare-to-Work community. According to the board's vision statement its members will assist the program through referrals to resources, in-kind services, program planning and implementation, labor market trends and standards, mentoring, placements, and information sharing. It was too early to assess its impact

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[50] According to a report prepared by the Institutional Research and Information Unit of the LACCD for the district's web site: http://www.laccd.edu/edsvcs/research/StuChar/F97/Trade/TRADE.html

[51] In an August 1999 update, CalWORKs counselor-coordinator, Linda Cole, explained that student services is now handling short-term classes and job development for CalWORKs students. Cole developed the curriculum for CalWORKs for Fall 1999.

since the board held its first meeting March 4th 1999.

New GAIN/CalWORKs students are first referred to the CalWORKs Student Services. Their DPSS case manager makes an appointment for them with a LATTC CalWORKs counselor. The CalWORKs Student Services staff are also trying to ensure that students or potential students who contact the college's counseling or student information center and are TANF recipients are also directed to the CalWORKs Student Services office. As discussed earlier, by working with each student, the CalWORKs counselors develop a class schedule and, in some cases, a work-study schedule. The LATTC CalWORKs program place students in three types of classes: The Learning Skills, Personal Development, and Continuing Education classes, the Short-term Vocational classes, and the Regular Vocational classes

The Learning Skills, Personal Development, and Continuing Education classes are the basis of the program's scheduling flexibility. They accommodate for the fact that CalWORKs students start their training at the college throughout the year and have varying skill levels. Many of the courses are open entry/open exit or allow CalWORKs counselors to easily start a new course as need be throughout the semester. The latter is especially the case with the Learning Skills classes since the Learning Skills Center director can set up classes for small groups of students or one-on-one tutoring at almost anytime during the year. She can also draw on the self-paced flexibility of the Computer Aided Instruction programs. The Learning Skills classes help students in math, reading, writing, and basic computer and internet skills. They are credit classes but since they are considered developmental courses they cannot be applied towards a degree. The Personal Development classes are on GED preparation, career planning and job preparation, and interpersonal relationships. Several of these classes are taught by CalWORKs counselors and are usually one-credit classes. The continuing education classes are non-credit and teach students ESL, writing, reading, math, science, parenting, keyboarding and various computer applications. The Continuing Education program also provides an easier way to start new courses. Students can use the continuing education course database to find approved courses that would allow them to start a new course more easily than with credit courses. Most of the courses CalWORKs

students take in the Learning Skills, Personal Development, and Continuing Education programs are classes or class sections offered specifically for CalWORKs students. They last six to nine weeks and meet two to three hours a week although students can add more hours of lab work if they need to. The classes are designed to provide further support services to students including academic support for other LATTC classes. The computer and parenting classes also give students basic or pre-vocational training which prepares them to enter vocational courses in Office Administration and Child Development.

CalWORKs students are also placed in Short-term Vocational classes. About 15 vocational classes were established or shortened as part of the CalWORKs curriculum redesign effort. These classes give students vocational training to help them gain entry-level jobs. They are intensive classes. Many of them are nine weeks long and meet about six hours a week. The Culinary Arts department offers a series of pre-certificate/pre-degree courses. These courses cannot be counted towards either a certificate or Associates degree. However, students receive training that improves their chances of finding employment and gives them a good foundation from which to start the Culinary Arts certificate/degree courses.[52] The courses include two sequences of nine-week classes: the first in Introduction to Culinary Arts and Baking and the second in Sanitation and Safety. These are coupled with a semester long class in Specialty Food Management. The Child Development department offers intensive versions of its regular curriculum. For example, in one semester students can complete the nine-week Home, School and Community class and the consecutive nine-week Early Childhood class. The classes meet six hours a week on Saturdays instead of the three hours a week of the semester classes. This intensive program allows students to earn six credits in Child Development in one semester, which is the State DPSS minimum requirement for Child Care Providers. If students complete an additional six units of Child Development courses they meet the state's minimum requirement for Teachers Aids. The Health Occupations department has developed a new intensive 24 hours a week 10 week Certified Nursing Assistant program. However, the first class scheduled for Spring 1999

[52] Culinary Arts is one of the hot programs at the college whose graduates are hired before graduation or very shortly after graduating.

class was postponed. A semester Network Cabler class is also offered to CalWORKs students. Most of the other newly designed classes have not been offered yet due to insufficient enrollment.[53] These short-term classes are also offered specifically to CalWORKs students. Class times are scheduled during the day, mostly between 8am and 3pm, to accommodate many CalWORKs participants who have school age children with similar schedules.

The third type of classes is Regular Vocational classes, which lead to a certificate or Associate degree. CalWORKs Student who have completed the short-term classes can continue in the related department. Most CalWORKs short-term classes are designed to feed into existing certificate and Associate degree programs at the college. The regular vocational classes are offered in various formats as day classes, evening classes, and nine-week mid-semester short-term classes. Prior to CalWORKs LATTC already had a large number of vocational classes offered mid-semester.

To assist students in their job search two special work preparation classes were also created for CalWORKs students as part of the curriculum redesign effort. One is a work preparation class targeting students in Culinary Arts, the other is a work preparation class designed for those pursuing a career in Child Development. These work preparation classes tailored to specific vocations complete a total package in which students can, for example, take basic skills for Child Development majors, Child Development courses, and a work preparation class for Child Development majors.

Another important component of the CalWORKs program design is Work-Study. In addition to taking classes about 80 of the CalWORKs students are placed in work-study positions on campus linked to their field of interest. This allows them to gain further hands-on experience. In Fall 1999 students will also be placed in off-campus position. A CalWORKs counselor coordinates and oversees all the CalWORKs students working on campus. She provides the extra support needed to ensure students' work-study assignment is a positive learning experience.

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[53] There must be a minimum of, depending on the class, 15 or 10 students enrolled in a course for it to continue beyond the first day of class.

Faculty who contacted industry members in their field to gather ideas for short-term training in demand did the curriculum redesign for CalWORKs. The Dean of Business and Economic Development, Bobby McNeel, explained that the length of short-term courses varies from six weeks to a year depending on what employers outlined as the skills they needed. However, he also reflected the sentiment of other faculty when he added that there is a problem with the time limits imposed on CalWORKs students. He pointed out that the LATTC faculty is good at providing students with quality vocational training and getting them into good paying jobs which can provide a living wage. In his opinion the push for shorter training places educators in an ethical dilemma because it does not allow them to provide students with the optimal training they need to obtain a job with a living wage. CalWORKs counselors corroborated information regarding faculty feeling that CalWORKs students were being shortchanged. For example, students were placed in non-credit Office Administration courses, which are seen by some of the faculty, as lowering the school's standards. Consequently, there was resistance from some instructors to shorten or modularize their courses.

Another concern of the Dean of Business and Economic Development is that the redesigned courses are not being filled because CalWORKs students, about 95 percent of whom are women, are not going into the traditionally male higher paying trades for which new short-term courses were designed. The predominance of women in the CalWORKs program does not seem to have been fully taken into account in the design of new courses despite the college's previous successful experience at integrating women into non-traditional trades. The college's pilot project in Metal Works Welding developed an effective program design integrating case management support services and instruction for women identified as having a greater chance of succeeding in the trades. However, this program design was not replicated nor had other means of encouraging women to enter non-traditional trades been put in place yet at the time of our visit. As a result there is a discrepancy between some of the courses designed and the predominantly female student population in the CalWORKs program. It was suggested that most female CalWORKs participants first need to enter a vocational branch in which they feel somewhat comfortable before they can be convinced to enter the non-traditional trades. However, once working families receiving cash assistance are

integrated as part of CalWORKs there will be more male participants interested in the construction and other traditionally male trades.

The ability to increase the number of CalWORKs participants and the number of female CalWORKs students in traditionally male trades is also linked to the program's promotion. The CalWORKs program has developed a brochure and flyers designed to market its services and classes to DPSS case managers and potential students. In addition, CalWORKs counselors have established personal contacts with case managers. One of the reasons these contacts are important is that case managers often play a decisive role in helping CalWORKs participants find a training program. However, CalWORKs counselors argue that individual classes also need to be marketed to students. Designing a new class is not sufficient, students must be encouraged to enroll in the class. For this to take place there also needs to be increased cooperation between the faculty designing classes and the counselors working with CalWORKs participants.

The GAIN/CalWORKs program is designed to provide:

- Flexibility in scheduling and thus easy entry into the program at anytime during the year
- Basic skills education to meet the remediation needs of CalWORKs students
- Intensive short-term training which gives students marketable job skills, in some cases state or industry certifications,[54] and a strong foundation, in some majors even some credits, to continue in a certificate or Associates degree program.
- Culinary Arts, Child Development, and Certified Nursing Assistant/Home Health Aid vocational training which includes tailored basic skills and work preparation components.
- Work-study or work experience assignments to give participating students valuable job experience.
- Support services to help students overcome the academic, administrative, and personal obstacles they face.

[54] This is the case for Child Development and the new six-month Computer Cabling class.

In addition, the program benefits from the multiple schedule formats of the college's existing certificate and degree classes. This allows students to continue their education through post employment training. The CalWORKs program was also designed to take advantage of the workforce development experience of the college by involving the Dean Business and Economic Development who oversees many of the programs which are in regular contact with employers. This aspect of program design is discussed in the next section. The weakness of the CalWORKs program design is that some of its curriculum, while it meet the needs of employers, does not fully take into account the barriers faced by the students these courses are being designed for.

**Program design - links to employers**

LATTC started with a mission of workforce development and has remained focused on workforce development. The college president, Dr. Hosni A. Nabi, explained that the faculty are all thinking in terms of employment and are in regular contact with employers. The college promotes the fact that its "faculty members have extensive work experience in their field of expertise."[55] Only 3 percent of the college's students attend with the goal of transferring to a four-year college. The vast majority of students at LATTC attend college in order to find employment.

At the time of our visit the CalWORKs job placement and job development efforts came under the Dean of Business and Economic Development Bobby McNeel.[56] He works with all the construction technology departments and oversees the college's contract training as well as the CalWORKs job developer. Consequently, he oversees many of the links the college has established with employers and is ideally suited to coordinate job development for CalWORKs students. According to McNeel, LATTC graduates have no difficulty finding jobs in their field. However, with regards to CalWORKs students, at the time of our visit, the college did not have any placement tracking system in place to determine what kinds of jobs they are obtaining. The few former students CalWORKs counselors have been in contact with are working in office administration positions and

[55] LATTC Spring 1999 course catalogue.

[56] In an August 1999 update CalWORKs counselor-coordinator, Linda Cole, explained that student services is now handling short-term classes and job development for CalWORKs students.

daycare centers or schools and earn between $6 and $13 an hour. Joel Recinos, the Los Angeles Community College District Coordinator who is also on the state advisory board for CalWORKs, explained that CalWORKs funds are not yet linked to post assessment and placement. Nevertheless, as the programs at individual colleges develop, post assessment is increasing. He added that under the current program community colleges are not obligated to find a job for CalWORKs students. DPSS does the job placement tracking of CalWORKs participants. Once CalWORKs students have completed the training component of their Welfare-to-Work plan they go back to DPSS to continue the next step in their job search process. However, in the future LATTC will have an obligation to work on job placement. LATTC's CalWORKs Student Services already provide students with tools to help them in their job search through Personal Development classes focused on job preparation. In addition, special work preparation classes were designed for students in Culinary Arts and Child Development.

The college has also established a good working relationship with the Employment Development Department (EDD). The EDD staff have done job search workshops at LATTC for CalWORKs students. They are also trying to install a computer connection at the college so students will have access to the EDD computerized job database. At the time of our visit the Career Services office of the college was under renovation and the CalWORKs placement services were still being organized. In August 1998 a part-time CalWORKs job developer was hired. He is an assistant professor in the Printing Technologies department with 35 years of experience working in the printing industry. He also knows the college well since he has worked at LATTC for 27 years. In March 1999 almost all CalWORKs work-study assignments were on campus. However, work-study funds dedicated to off campus placement had to be used by June 30th 1999. Hence, the job developer, in collaboration with others, was focusing on obtaining work-study placements off campus for CalWORKs students. The college had a contract pending with a large outside employer. In addition to his own contacts in industry, the job developer draws on those of the many other faculty members who have worked for several years and/or continue to work in their respective industries often in their own business. College faculty members have also established links with industry because the college received an economic development grant from the state that allowed faculty

members to work in industry over the summer.

The college has a long history of working with employers. However, with regard to CalWORKs students, job placement services and placement tracking is still under development. At the time of our visit the college had concentrated on support services, basic skills, and curriculum development and had not been required to place CalWORKs students. Nevertheless, through the CalWORKs job developer and the involvement of the Dean of Business and Economic Development in the CalWORKs job development process the college should be able to draw successfully on its many contacts with employers.

**College leadership**

The college hired a new president, Dr. Hosni A. Nabi, in 1997. Changes were also made possible as a result of the $1.6 million the college received in CalWORKs funds, although most of those funds were earmarked for childcare and work-study. Some of the changes made were the creation of the new Learning Skills Center and the reorganization of the GAIN/CalWORKs program. The previous GAIN program operated somewhat as a separate entity with its own short-term classes and Computer Learning Center. The CalWORKs program is more integrated within the college structure, and has contributed to making the college as a whole more accessible to CalWORKs students. As a result it has brought together faculty and counselors who did not necessarily work together previously. Although this can be a positive development it also means that a new common vision and cooperation need to be established. Differences of opinion exist among those working with CalWORKs funds. On the one hand, some faculty members have argued the college could educate CalWORKs students if they could get the support services they need. Some educators felt they should not be involved in social services and disagreed with a legislative policy which is asking community colleges to fulfill a social function they are not set up to provide. Instead, they argued DPSS should provide social services and leave the instruction to community colleges, each doing what they are good at. On the other hand, CalWORKs counselors argued that it is crucial to tackle the social issues of students since those are barriers to their education. That is why the CalWORKs Student Services provide childcare and other support services. Some counselors believe educators should be more involved in dealing with the social issues

faced by students. These differences of opinion make it difficult to have a unified CalWORKs program especially since there is no clear leadership for the program as a whole. At the time of our visit, Chini Johnson-Taylor, who had been the director of the CalWORKs Student Services for six months as well as the academic senate president, provided a link between faculty and counselors, and had just been promoted to a new position. Cooperation is crucial to develop a unified vision and allow for its implementation and the resolution of difficulties such as the low enrollment in some of the newly designed or redesigned classes. However, it is important to note that some of these difficulties are also linked to the novelty of the classes and the newness of the CalWORKs program as a whole.

The clientele of the CalWORKs program is not new to LATTC since it has been serving that student population for many years along with other economically and educationally disadvantaged students. Previously the college was unable to mainstream some successful pilot projects that targeted specific groups of disadvantaged students. However, the college's leadership has taken the opportunity offered by CalWORKs funds to mainstream practices that assist disadvantaged students. The Learning Skills Center is an important example of one of the innovations the college has put in place to better serve disadvantaged students. The center brought together both physically and institutionally various resources on campus, upgraded their infrastructure, and increased their visibility. As a result it also integrated the successful services of the GAIN Computer Learning Center and made them accessible to all students. Because of the support from the college leadership the Learning Skills Center is now part of LATTC's regular budget and no longer requires external funds, such as CalWORKs funding, to ensure its future operation. The CalWORKs program -- because of the amount of money the state allocated to serve participants' needs, and the integrative approach taken by the college -- has the potential to further institutionalize practices and services favoring disadvantaged students, even though student services and instruction may not yet be fully integrated.

**Conclusion**

One of the assets of Los Angeles Trade Technical College is that it is a trade school and thus has always been focused on vocational training and has maintained close links with the trades through its faculty. The college also benefits from having served the adult basic education needs of AFDC recipients under an earlier version of GAIN and thus having established a good working relationship with DPSS and developed strong support services. CalWORKs Student Services have maintained both of these assets. CalWORKs provide students with an educational plan, personal development classes, academic monitoring, advocacy vis-a-vis DPSS, a supportive environment, and a sense of community. CalWORKs counselors have taken advantage of the flexibility offered by the Learning Skills, Personal Development, and Continuing Education programs to allow easy entry into the program at anytime during the year and time for students to acclimate to the college environment.

One of lessons to be learned from LATTC stems from its ability to mainstream practices that benefit disadvantaged students. The main example is the college's new Learning Skills Center.[57] The center, while it is open to all college students, has integrated several practices initiated to serve disadvantaged AFDC recipients in the previous GAIN program. Amongst those practices are the combination of learning skills classes, and the self paced computer math and English programs. It has also designed vocational basic skills classes. Furthermore, the center has increased the visibility of the basic skills services provided at the college and emphasized their importance in the mission of the college. In addition, while the Learning Skills Center was initiated with CalWORKs funds, it is now funded as part of the college's regular budget and will have a lasting impact on the quality of education at LATTC.

The new vocational courses, designed for CalWORKs students as part of the CalWORKs curriculum development, focus on granting certifications (for example in childcare or Network Cabling) or providing marketable skills (baking, typing, data entry). The classes

[57] The relevance of the center is emphasized by the fact that compared to other LACCD colleges the service area from which LATTC draws its students has a lower high school completion rate. According to the 1990 census, 24% of the LACCD population had not graduated from high school and 19% had less then a 9th grade education. However, in the LATTC district area 55% had not graduated and 35% has less then a 9th grade level.

are combined with work-study assignments linked to the student's field of study. Some of these classes cannot be credited towards a certificate or degree. However, they give the students a foundation to succeed in a regular college class and expertise which they can market in looking for a job (Culinary Arts classes are a good example). For students in Culinary Arts and Child Development tailored basic skills and work preparation classes were also designed to increase their relevance and effectiveness. In addition, CalWORKs students benefit from a college that already offers flexible schedule options for its regular vocational classes. At the time of our visit the college had concentrated on support services, basic skills, and curriculum development and had not been required to place CalWORKs students. Its placement services and tracking were therefore still under development.

One of the impacts of California's Welfare-to-Work policy on LATTC is that the college received $1.6 million in CalWORKs funds. Most of these funds were designated for specific initiatives such as child care and work-study. As a result of the CalWORKs funding a new work-study program was developed, the childcare center is being expanded, and additional counseling staff dedicated to CalWORKs students were hired. The new state and county emphasis on vocational training also increased the vocational focus of the instruction provided to welfare recipients referred to LATTC by DPSS. However, CalWORKs counselors and the college as a whole have also maintained an emphasis on basic skills training. In fact, CalWORKs funds have facilitated the college's ability to put in place its new Learning Skills Center. Another impact of the welfare legislation is that through CalWORKs, the faculty has been involved in rethinking the curriculum in order to increase short-term programs leading to employment. However, some instructors have also questioned the validity of the time limits placed on CalWORKs students' vocational training. In fact, CalWORKs counselors have attempted, on an individual basis, to increase the training time some students are referred for by LADPSS. Overall, the Welfare-to-Work reform has had some permanent impact on the college's services to disadvantaged students especially with regards to childcare and basic skills training.

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